

STATE HISTORIC PRESERVATION DIVISION

FY 1999, 2000, 2001

Don Hibbard, Administrator



Kaniakapūpū as shown on the left, was Kamehameha III's summer palace in Nuʻuanu Valley, Oʻahu. Photo Credit: Clifford Inn, the SHPD.

ROLE AND ORGANIZATION

The State Historic Preservation Division (SHPD) serves as the primary advocate in the state system for the protection and preservation of all historic sites in Hawaiʻi. These sites are predominately Native Hawaiian and include repositories of the state's history and prehistory. It also oversees the Burial Sites Program. The mission of the SHPD is to protect the past while facing the future.

The Bishop Museum conducted an inventory of approximately 6,300 significant Native Hawaiian sites between the years 1910–1940. By 1966, approximately 2,100 of these heiau and other prominent sites remained. Concerned that more irreplaceable, ancient sites might lay in

the path of on-going development projects a number of interested individuals took action. The National Historic Preservation Act of 1966 provided funds to support historic preservation activities at the State level. In 1967, the Hawaiʻi State Legislature passed and Governor John

- Reviews 1,600-2,300 historic sites per year for archaeological significance
- The three branches in the division are: archaeology, architecture and history and culture.
- Manages five Historic Properties.

Burns signed into law, Act 254, creating the State Historic Preservation Program. Initially the program operated through contract services. In 1971 permanent staff were hired and the State Historic Preservation Office (SHPO) came into being. The SHPO became a division in 1992.

The Historic Preservation Division involves itself with historic sites through a variety of activities. It: 1) maintains an inventory of historic properties; 2) nominates properties to the Hawai'i and National Register of Historic Places; 3) reviews development project proposals for any effects they might have on historic properties, 4) offers tax incentives for those activities, and 5) oversees the development of historic properties. It also supports the five island burial councils, the Main Street Program (unfunded since 1995), the historic preserves program, public information, education projects and preservation planning.

SURVEY OF RESOURCES

The Division's statewide inventory of historic properties contains information on more than 20,000 sites. These range from bridges and churches to heiau and petroglyphs. The inventory, which includes a large percentage of sites that are destroyed as a consequence of construction, expands at a rate of approximately 650 new sites per year resulting from development of lands, which are primarily used to build resorts and housing. Identified and documented places include archaeological sites, buildings, structures, traditional cultural properties and ancient Hawaiian burials. Records of these properties are included in archaeological reports and inventory forms housed in the SHPD library and files are available for public viewing. These records and reviews are the primary tool utilized in making preservation decisions in Hawai'i. The Division presently does not have a total count on the amount of native Hawaiian sites that have been preserved. It was estimated in 1993 that 20 percent of the archaeological and architectural sites

reviewed by the SHPD staff were saved from destruction.

The Division receives approximately 40% of its budget from the federal government and the balance from the state. During the past three years the budget has remained stable at approximately \$543,632 from state general funds with matching federal funds of \$428,301 and special funds of \$58,624. Resources include a library, computerized site inventory, historic property files, and six historic preserves.

The SHPD personnel numbered between 23-27 during FYs 1998-2001. Staff includes architects, architectural historians, archaeologists, cultural specialists, attorneys, an ethnographer, a media specialist, historians, a historic property caretaker and administrative staff as well as a re-interment specialist.

PROGRAM OVERVIEW

The division has three branches: Archaeology, History and Culture, and Architecture. The Archaeology branch has staff on each major island and includes inter-agency and GIS (Geographic Information System) mapping functions. The History and Culture branch administers the Burial Sites Program, and the Historic Preserves Program. Architecture umbrellas the Main Street Program and Public Information and Education Program. Attached to the SHPD for administrative purposes are the Historic Places Review Board, Hawai'i State Main Street Council, and the five Island Burial Councils.

One of the challenges of historic preservation is to protect historic sites, burials and information on historic sites while development proceeds. A major responsibility of the Archaeology Branch is to review reports on proposed developments for impact on archaeological or historic sites.

Written reviews may exceed 2,000 a year. Branch staff, numbering 10 employees statewide, also responds to communications calls when

human bones are found, which average one a week. Archaeology staff make the initial determinations of age, that in turn determines whether county police have jurisdiction (on remains less than 50 years old), or “historic” remains (older than 50 years and often including ancient Hawaiian human remains). They may also provide information on likely ethnicity and number of individuals found.

The SHPD’s historic preservation programs provide regulatory protection to historic properties via not only the Historic Review Process, but also the Historic Preserves and site curatorships.

Threats to historic sites include the destruction of historic sites in the course of land development, and the vandalism of artifacts from historic and prehistoric Native Hawaiian sites — such as looting of burial caves of ancient remains or grave objects — for the purpose of sale. Lack of sufficient monitoring staff has made it difficult to fully protect Native Hawaiian sites from being robbed or otherwise altered. A new law that may be of some help requires commercial operators of cave tours in Hawai‘i to register with the SHPD.

Since 1994, the number of development applications processed by the division has fluctuated between 1,600 and 2,300 cases per year. Application numbers generally reflect the level of investment and construction activity in Hawai‘i’s economy. Since 1997, the number of applications has been steadily increasing, particularly from islands such as Maui and Hawai‘i. The archaeological reports on proposed developments range from assessing the presence or absence of sites on small lots to investigating the archaeological importance of sites on subdivisions or resort areas as large as 1,800 acres. The written review may include research, field checks and site visits to individual land parcels for historic or pre-historic significance.

If an area is found to have an important historic property, the SHPD will take steps to ensure its preservation. However, if the site is

not designated for preservation status, work will be done to recover data. In data recovery, the archaeologists acknowledge that the site is going to be destroyed and seek to recover as much historical information as possible before the destruction takes place.

BURIAL SITES PROGRAM

The proper treatment of burial sites over 50 years old falls under the purview of the Burial Sites Program of the SHPD. Approximately 98% of the burial cases handled by the division relate to Native Hawaiian skeletal remains or ‘iwi, which are frequently discovered during excavation of construction sites. Any project proposer who has known, unmarked Hawaiian burial sites on their property must receive the approval of the appropriate Island Burial Council with regards to any plans to relocate or preserve in place the burials. The five Councils generally hold monthly meetings on their respective islands. The Council members are appointed by the Governor and confirmed by the Senate. They address any concerns relating to Native Hawaiian burial sites. The SHPD works with other cultural organizations when burial remains related to that specific ethnic group are discovered. Any skeletal remains accidentally discovered must be reported to the SHPD, as well as the police. If burial remains are over 50 years old, they fall under the jurisdiction of the division.

The Division responds to approximately one inadvertent burial discovery per week, and is involved in approximately 250-300 burial cases annually. Since 1991, over 3,000 sets of Native Hawaiian skeletal remains have been reinterred, thanks to the collaborative efforts of the division, various Hawaiian organizations, and property owners.

HISTORIC PRESERVES PROGRAM

Historic preserves are public properties set aside, under the division's management, to protect and preserve historic sites on them, and to perpetuate cultural traditions associated with the sites. Such properties are not necessarily open to the general public. The division also administers a program which allows responsible and appropriate community organizations to become stewards, or curators, of specific historic properties. Currently the division works with two curator groups in the State.

The SHPD manages and preserves five historic properties but currently employs only one caretaker. Lands under the stewardship of the division include Greenbanks in Kohala, Kē'ē in Hā'ena, the Hanapēpē Salt Pans, the 'Āhuimanu taro terraces in Kāne'ohe, a burial cave in Kona and Kaniakapūpū, Kamehameha III's summer home in Nu'uau.

GRANTS – IN –AID- SUPPORT

The following federally funded grants were received to complete the SHPD History and Culture Branch projects:

- Hawaiian Burials Video, \$15,700 6/29/98 to 6/28/03
- Burial Sites Inventory Database, \$12,000, 9/30/98 to 10/31/01
- Hawai'i Traditional Cultural Places Inventory Database \$24,212.40, 7/1/99 to 9/30/02
- Review Process Workshops, \$35,000, 8/25/95 to 9/30/2000

ARCHITECTURE BRANCH

The Architecture Branch has three employees who evaluate proposed demolitions or changes to historic buildings. During FYs 1999-2001, staff architects reviewed plans for 30-40 historic structures per month. They also assisted in the preparation of nominations to place properties in the Hawai'i and National Registers of Historic Places. The buildings range from small plantation homes to large federal buildings on military bases. .

Among the buildings placed in the Hawai'i National Register were: the Shingon Mission in downtown Honolulu, College Hill (residence of the University of Hawai'i-Mānoa president) and the schools of Hawai'i Island. Individual homeowners with residences listed in the Hawai'i Register are eligible for tax property exemptions. Owners who rehabilitate nationally registered commercial buildings may apply for a 20% federal tax credit. The architecture branch staff works to ensure that owners who seek to qualify for the tax credit program maintain the historic integrity of the structures involved.

PUBLIC EDUCATION PROGRAM

The Division, on a daily basis, provides the public and governmental agencies with technical information and assistance relating to historic preservation programs and processes. In addition, as staff time and funding allows, the division strives to make information on the historic properties, history, and culture of Hawai'i available to the public.

Schedules permitting, staff members make presentations on topics relating to historic preservation in their area of expertise and on related topics. The majority of such presentations are made to school classes. However, invitations to speak from a wide variety of organizations are honored when possible.

Division staff actively participate in work-

shops, seminars and conferences on a variety of topics (i.e. stone wall-building, cultural landscapes, community-based planning, Hawaiian archaeology). The SHPD staff members help plan the annual Hawai'i Archaeology Week celebration, events such as Capital Day Down Capitol Way, and the Historic Hawai'i Foundation (HHF) "preservation" conference held annually in May. For information about Historic Hawai'i Foundation conferences, send e-mail inquiries to hhfd@lava.net or call (808) 523-2900.

A Historic Preservation Calendar is published annually and distributed to local public schools. Other publications include studies relating to architectural, cultural and archaeological sites, as well as a variety of program-related brochures.

The Division serves as a vehicle for the distribution of federal and county publications relating to historic preservation, and has produced videos of two Hawai'i island properties, Hulihe'e Palace in Kona and Lyman Mission House in Hilo.

The SHPD developed and placed into operation a website, which provides the public with fingertip access to information related to the division and its activities. Among the types of information now available on-line are: the properties listed in the Hawai'i and National Registers of Historic Places, state laws and rules related to historic preservation, and agendas and minutes of meetings for the five Island Burial Councils and the Historic Places Review Board. The address is:
<http://state.hi.us/dlnr/hpd/hpgreeting.htm>

HISTORIC PLACES REVIEW BOARD

The Hawai'i Historic Places Review Board (HHRB) is administratively attached to the division. The review board was established to hold public hearings and place historic properties in the Hawai'i Register of Historic Places on the basis of their value to Hawai'i's heritage, and to

recommend the nomination of historic properties to the National Register of Historic Places.

The Historic Places Review Board provides administrative support for the review of historic places. The places found in the inventory receive more formal recognition via placement in the Hawai'i and National Registers of Historic Places. Such placement is a major step in making these properties eligible for federal, state and county historic preservation incentives. All properties listed in the statewide inventory receive the same level of regulatory protection, regardless of their register status. The SHPD maintains the Hawai'i and National Registers of Historic Places, and process nominations for both registers. The Hawai'i Historic Places Review Board determines whether to place a property in the Hawai'i Register of Historic Places. Because owners receive a tax incentive for preserving their property, many of these projects are private homes. However, the HHPRB also covers the US military properties with historic buildings such as Ford Island, Schofield Barracks and Hickam Air Force Base. At present there are 629 properties on the Hawai'i Register of Historic Places.

HIGHLIGHTS

In November 1998, the Division was relocated to the new Kakuhihewa state office building in Kapolei. The operational staff was split between Honolulu and Kapolei, making it difficult to get timely approvals.

In 1998, an attempt was made to downsize the office and privatize the archaeological review process. The State Legislature opposed the measure but required that the SHPD charge a fee to off-set its costs of review. The SHPD is currently in the process of conducting public hearings on proposed rules governing standards, requirements and procedures for archaeological review of development proposals.

In 2001, the book: *Kamehameha and His Warrior Kekūhaupi'o* was published by

Kamehameha Schools Press with the assistance of the SHPD. The SHPD oversaw, edited and facilitated the production of this book.

During summer 1999, remnant walls of Kaniakapūpū, the summer residence of Kamehameha III in Nuʻuanu, were stabilized thanks to the collaborative efforts of Historic Hawaiʻi Foundation and the SHPD. Built in the 1840s, the masonry walls are a rare vestige of the monarchy period in Hawaii's history. Since the 1870's this property had been slowly decaying and the rainforest had begun to encroach upon it. With the organizational and financial assistance of Historic Hawaiʻi Foundation, the masonry coral and rubble walls were stabilized to reduce the chance of their collapse. Through these efforts many of the ancillary structures on the property were identified and documented, providing the division with useful information on which to base future management decisions. SHPD is working with a community group on the management of the site.

The SHPD developed a preservation plan for ancient sites located on Mauna Kea. The SHPD, in conjunction with University of Hawaii set these long-term measures in place for use. The management plan ensured that when maintenance or construction projects occur, any impacts on historic properties and the surrounding landscape would be taken into account. It also provides for cultural practices to take place on Mauna Kea.

The division is also providing the University with information on the nature, distribution and significance of the historic properties in what is now being recognized as the Mauna Kea Summit Historic District. The SHPD has completed a historic preservation plan and a site inventory which identifies and protects a total of 93 significant sites, including 76 shrines, four sites for adze manufacturing, three cairns and some burials. The inventory covers approximately 3,000 of the total 11,215 acres in the science reserve.

During the planning and construction of

the new highway at Waimea Bay on Oʻahu's north shore, the SHPD staff located and assisted lineal descendants of the area, and worked with them to re-inter two discovered burials. The descendants selected the reinterment site, decided on the type of ceremony to perform and oversaw the on-going work on the road. In addition, portions of the cliff overlooking the road were examined for burial sites, and stabilization efforts were undertaken.

The SHPD staff reviewed construction plans and documents, provided technical advice and support to the City & County of Honolulu in its plans to rehabilitate the Waikiki Natatorium. Because the construction industry has radically changed since the building of the Natatorium, careful consideration was given to necessary design and use of appropriate building materials, in an effort to maintain the historic integrity of the structure.

The SHPD, in coordination with the Waiʻanae High School Hawaiian Studies Program and UH West Oʻahu, has begun an education program that has identified two major heiau, acres of ruins of house sites and taro fields. As a result of this work, the State Department of Agriculture has agreed to move several hundred acres back into preserve land.

Archeological work from Lānaʻi has been summarized and indicates that permanent settlement on Lānaʻi began relatively late in pre-history in the AD 1300, as opposed to the permanent settlement on the dry sides of the larger islands ca. AD 900-1000.

New discoveries were made on the Big Island including large acres of intact ruins of the agricultural field system of Kona uncovered at Kiʻilae. A large portion of the lands of Kiʻilae are being given to the National Historic Park at Hōnaunau. The development at Hōkūliʻa, on the Island of Hawaiʻi, though controversial has led to agreements to preserve an entire coastal area full of house sites. Ancient and historic sites are also being preserved in Waimea as a result of recent work done by the SHPD.

As a result of an excavation on Kauaʻi, a carved stone bowl in the shape of a human was discovered. Only ten such bowls are known to exist in the world. In addition, new interpretive programs are being developed on Kauaʻi to protect archaeological sites and burials on private lands.

On Maui, an area near Kīhei and Wailua on the South Shore of Maui has been set aside as a preserve with interpretation and public access. It will be managed by the University of Hawaiʻi-Mānoa Hawaiian Studies Program and Anthropology Program and by the Maui Community College. Initial planning for this preserve is now underway and will be reviewed by the SHPD. In addition, new finds of ancient house sites were made under the old Lahaina Courthouse, and in Kula where a large heiau, a lesser heiau and many house sites were found on an area soon to be developed by the Department of Hawaiian Home Lands (DHHL). University of Hawaiʻi-Mānoa archaeology field schools were conducted in these areas.

PROGRAM ACCOMPLISHMENTS, FY 1999:

- Stabilized the walls at Kamehameha III's summer residence.
- Reviewed and commented on 2,429 development project proposals statewide, providing technical information and advice.
- Added 420 historic properties to the statewide inventory of historic place.
- Responded to 304 burial cases statewide.
- Continued archaeological fieldwork at Kahikinui on the island of Maui for Hawaiian Home Lands.
- Initiated process to acquire two parcels of land at Kalaeloa through the federal surplus

lands program. These parcels cover approximately 122 acres and contain extensive archaeological sites relating to habitation and agriculture.

- Coordinated with federal agencies on the proposed Saddle Road and Aliʻi Highway projects on the island of Hawaiʻi and the Star Wars project on Kauaʻi and Niʻihau.

- Researched and placed on the Hawaiʻi Register of Historic Places the following historic properties:

HAWAII

-Yamamoto Store in Wailea

OʻAHU

-Bush Residence
 -Coral House
 -Deering Residence
 -Jones/Lewis Residence
 -Kahuku Plantation House
 -Kowen Residence
 -Martin Residence
 -Mānoa Chinese Cemetery
 -Meyer Residence
 -Paris Residence
 -Paxton/Cockburn Residence
 -Peterson Residence
 -Schofield Barracks Historic District
 -Schofield Barracks Stockade
 -Waikāne Store
 -Yanagihara Residence

PROGRAM ACCOMPLISHMENTS, FY 2000:

- Reviewed and commented on 1,853 development project proposals statewide, providing technical information and advice.
- Added 417 historic properties to the statewide inventory of historic places.

■ Responded to 391 burial cases statewide.

■ Continued archaeological field work at Kahikinui on the island of Maui for Hawaiian Home Lands.

■ Worked with the Navy and Air Force to develop programmatic memorandums of agreement to better protect and preserve the historic properties located at Pearl Harbor and Hickam Air Force Base.

■ Researched and placed on the Hawai'i Register of Historic Places the following historic properties:

HAWAII

-Hale 'Ōhi'a Cottages in Volcano

O`AHU

-Bayer Residence

-Bicknell Residence

-East-West Center Historic District

-Honolulu Plantation's Manager's House

-Irwin Park

-May/Spalding Residence

-Schieber Residence

-Two Residences on O`ahu Avenue

-Tennant Art Foundation Gallery

PROGRAM ACCOMPLISHMENTS, FY 2001:

■ Conference on Native Hawaiian Consultation workshop

■ Worked with U.S. Navy on its Star Wars project and its effects on Ni'ihau.

■ Researched and placed on the Hawai'i Register of Historic Places:

HAWAII

-Hale 'Ōhi'a Tract

KAUA`I

-Sanborn Beach House

MAUI

-Gomes Residence

-Hāna Belt Road

-Bank of Hawai'i-Ha'ikū Branch

O`AHU

-Keali'i O Ka Malu Church

-Hawai'i Shingon Mission

-Crutchfield Residence

-Bryan Residence

-Hale Hani Court

FIGURE 1.

SUMMARY OF RECENT ARCHAEOLOGICAL ACTIVITY

	Hawaii		Maui		Lanai		Molokai	
	Reports	Sites	Reports	Sites	Reports	Sites	Reports	Sites
1996	30	460	46	92	3	4	3	8
1997	34	254	53	722	2	8	5	5
1998	42	241	83	140	0	0	6	20
1999	93	247	42	130	1	0	3	81
2000	93	694	67	207	1	3	3	34
Subtotal	292	1896	291	1291	7	15	20	148
Avg/Yr	58	379	58	258	1	3	4	30

	Oahu		Kauai		All Major Islands	
	<u>Reports</u>	<u>Sites</u>	<u>Reports</u>	<u>Sites</u>	<u>Reports</u>	<u>Sites</u>
1996	74	387	14	12	170	963
1997	52	479	16	29	162	1497
1998	52	78	15	56	198	535
1999	71	60	16	12	226	530
2000	81	100	30	69	275	1107
Subtotal	330	1104	91	178	1031	4632

FIGURE 2.

CURRENT SITE & REPORT TOTALS (11/14/02)

Island	Sites	Reports
Ni`ihau	25	2
Kaua`i	712	1,098
O`ahu	2,952	1,920
Moloka`i	652	118
Lana`i	236	70
Maui	1,982	1,026
Hawai`i	7,501	1,685
TOTAL	14,960	5,919

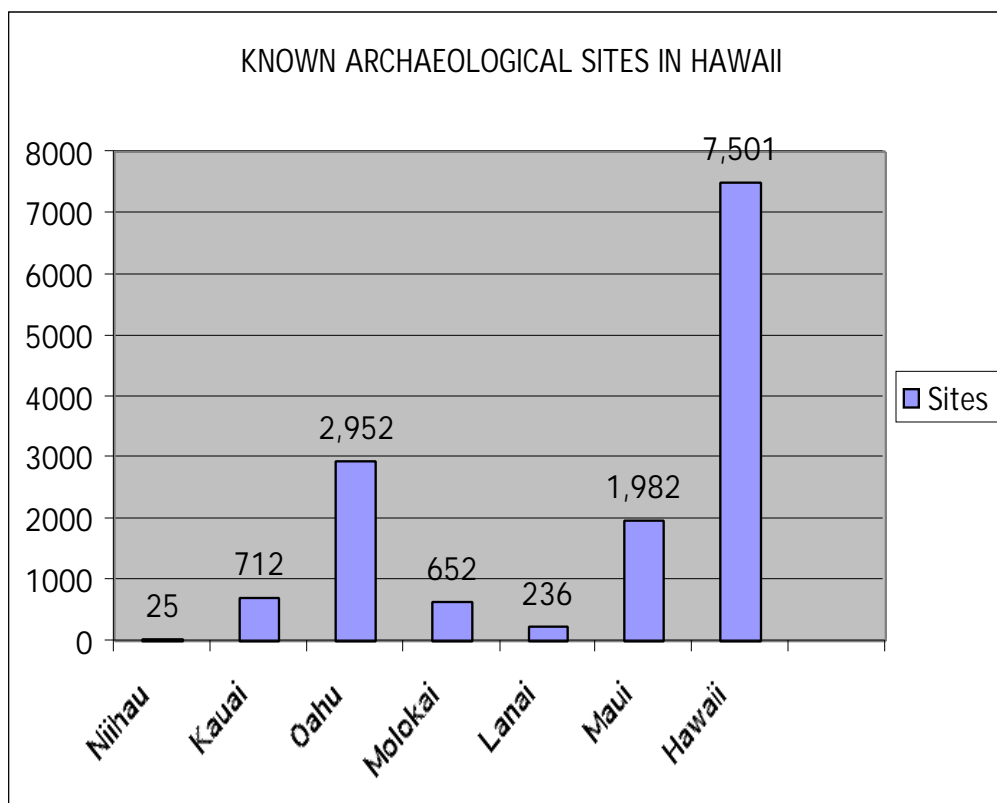
FIGURE 3.

Funding Source

	1999	2000	2001
General Funds	569,888	589,356	596,669
Federal Funds	325,010	286,852	434,622
Special Funds	58,254	59,777	14,391

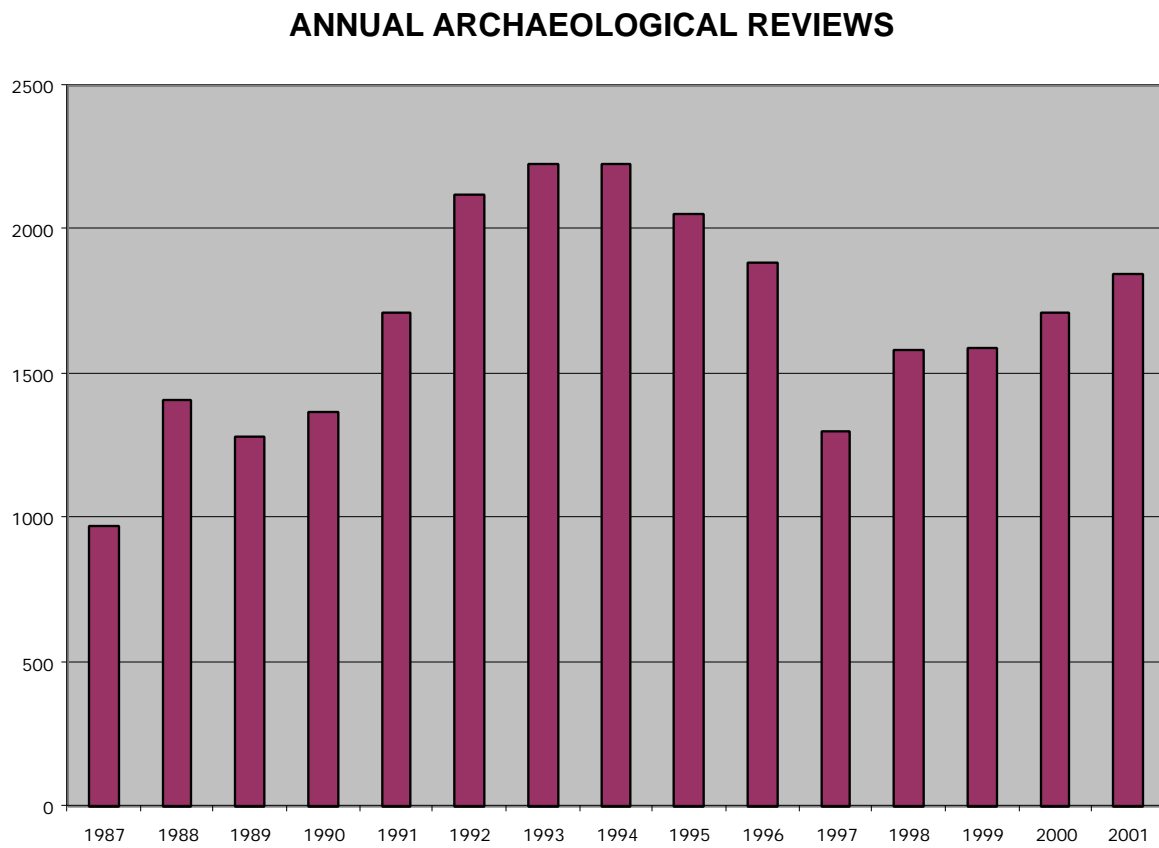
The chart above depicts funding sources for FY 1999 through 2001.

FIGURE 4.



There are now more than 20,000 known archaeological sites in Hawai'i. However, at this point, only 14,960 are digitized in the SHPD data bank. Approximately 20% of these sites are believed to still be in existence. The others were destroyed by development. By way of contrast, there are 13,953 historic (older than fifty years) buildings on the architectural inventory list within SHPD. An estimated 70% are in existence.

FIGURE 5.



This chart summarizes the level of archaeological reviews conducted by the SHPD between 1987 and 2001. It reflects levels of development activity.